

## Message Text

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ACTION IO-14

INFO OCT-01 CIAE-00 CU-04 INR-07 NSAE-00 AID-05 USIE-00  
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FM AMEMBASSY PARIS  
TO SECSTATE WASHDC IMMEDIATE 3494  
INFO USMISSION USUN  
USMISSION GENEVA

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NESCO

E.O.11652: N/A  
TAGS: UNESCO, OCON, AORG  
SUBJECT: UNESCO: CANADIAN VIEWS ON UNESCO BUDGET  
QUESTIONNAIRE

1. CANADIAN PERM DEL HAS PASSED US THEIR DRAFT LETTER  
TO M'BOW WHICH WILL BE ATTACHED TO COMPLETED  
QUESTIONNAIRE ON UNESCO BUDGET. IT SUMMARIZES  
CANADIAN VIEWS ON QUESTIONNAIRE, AND MAY BE FOUND USEFUL  
BY DEPT AND NATCOM AT THEIR JUNE 3 MEETING.

2. VERBATIM TEXT IS AS FOLLOWS: BEGIN QUOTE:

ATTACHED IS THE CANADIAN RETURN TO THE  
QUESTIONNAIRE IN CONNECTION WITH THE PREPARATION OF  
DOCUMENT 20 C/5, WHICH WAS COVERED BY YOUR CIRCULAR  
LETTER 2548. TO SUPPLEMENT OUR REPLIES, THERE ARE A  
NUMBER OF POINTS WHICH THE CANADIAN GOVERNMENT AND  
NATIONAL COMMISSION WISH PARTICULARLY TO CALL TO YOUR  
ATTENTION.

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IN PRINCIPLE, WE COMMEND AND STRONGLY SUPPORT YOUR  
EFFORTS TO INVOLVE MEMBER STATES AND NATIONAL COMMISSIONS  
IN THE FORMULATION OF THE MEDIUM TERM PLAN AND  
BIENNIAL PROGRAMMES OF UNESCO. WE ACKNOWLEDGE AND  
APPRECIATE THE VERY CONSIDERABLE EFFORTS WHICH YOU AND  
YOUR ASSOCIATES HAVE MADE TO ESTABLISH EFFECTIVE METHODS

FOR THIS PURPOSE, AND WE ARE NOT UNAWARE OF THE COMPLEXITIES IMPLICIT BOTH IN THE PLANNING PROCESS AND ALSO IN THE RANGE AND DIVERSITY OF THE UNESCO MANDATE AND CLIENTELE.

NEVERTHELESS, WE MUST RECORD VERY CONSIDERABLE RESERVATIONS ABOUT THIS QUESTIONNAIRE AND ABOUT ANY CONCLUSIONS WHICH MAY BE DRAWN FROM THE QUANTITATIVE ANALYSIS OF RETURNS FROM MEMBER STATES.

OUR ADVISORS, MANY OF WHOM HAVE CONSIDERABLE EXPERIENCE WITH THE UNESCO PROGRAMME, HAVE FOUND THE DOCUMENT UNMANAGEABLE, TO PUT IT NO MORE STRONGLY. TO RENDER IT EVEN MINIMALLY COMPREHENSIVE REQUIRES REFERENCE TO TWO OTHER DOCUMENTS TOTALLING MORE THAN 900 PAGES. IT HAS PROVED VERY DIFFICULT ADEQUATELY TO RELATE PERFORMANCE TO GOALS, TO REACH MEANINGFUL CONCLUSIONS ABOUT THE OPTIMAL ALLOCATION OF LIMITED RESOURCES, OR EVEN TO MAINTAIN CONSISTENT STANDARDS OF JUDGEMENT ACROSS MORE THAN 200 THEMES.

IN ADDITION TO THESE MORE GENERAL CONCERNS, THE QUESTIONS AS POSED REQUIRE RESPONSES WHICH MAY WELL BE MISLEADING OR AMBIGUOUS. THIS CONCERN IS TOUCHED UPON IN THE ATTACHED 'TECHNICAL NOTE' WHICH ALSO SUMMARIZES THE NECESSARILY ARBITRARY INTERPRETATIONS WHICH HAVE, AS FAR AS POSSIBLE, BEEN FOLLOWED IN PREPARING THE CANADIAN RETURN.

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WHILE MEMBER STATES AND NATIONAL COMMISSIONS CAN AND SHOULD BE CONCERNED TO ESTABLISH THE BROAD DIRECTIONS OF THE PROGRAMME, AND THE DETAIL IN AREAS WHERE THEY MAY HAVE SPECIAL INTEREST OR EXPERTISE, IT IS RECOGNIZED THAT ONLY THE SECRETARIAT CAN BE SUFFICIENTLY WELL INFORMED TO JUDGE RETURN ON INVESTMENT ACROSS THE WHOLE PROGRAMME AND AT THE LEVEL OF DETAIL EMBODIED IN THE QUESTIONNAIRE AND THE C/4 AND C/5 DOCUMENTS. IN CARRYING OUT THIS RESPONSIBILITY, WE WISH TO STRESS THE OVERRIDING IMPORTANCE WHICH YOUR SERVICES SHOULD ACCORD TO PARAGRAPHS 28 (A) AND 29 OF L9 C RESOLUTION L00. IN THOSE PROGRAMMES WHERE OUR ADVISORS ARE SUFFICIENTLY WELL INFORMED TO FORM CONFIDENT JUDGEMENTS, WE HAVE BEEN CONCERNED AT THE NUMBER OF PROGRAMME ACTIVITIES WHICH APPEAR INCONSEQUENTIAL OR LACKING IN COST EFFECTIVENESS IN TERMS OF THE ESTABLISHED OBJECTIVES. SPECIFIC CASES ARE IDENTIFIED IN THE RETURN.

IT IS IN OUR VIEW UNFORTUNATE THAT THE QUESTIONNAIRE

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AS DRAFTED CALLED ATTENTION TO PROGRAMME DETAIL RATHER THAN TO APPROPRIATIONS, WHICH NECESSARILY SET THE LIMITS TO WHAT CAN BE UNDERTAKEN. INDEED, WE HAD TO UNDERTAKE A RATHER COMPLEX SET OF CALCULATIONS TO CONVERT THE GROWTH RATES SHOWN ON THE QUESTIONNAIRE BACK TO ROUND FIGURES OF PROJECTED EXPENDITURE. THIS PROCESS WAS NECESSARY SINCE IT IS IDLE TO DISCUSS PROGRAMME IN ABSTRACTION FROM THE RESOURCES AVAILABLE TO CARRY IT OUT.

ALTHOUGH THE QUESTIONNAIRE MAKES NO REFERENCE TO 20 C/4, ONE OF OUR CONCLUSIONS FROM THE PRESENT EXERCISE IS THAT THE EFFORT TO TRANSLATE PLAN INTO PROGRAMME ILLUMINATES SOME SHORTCOMINGS IN THE PLAN ITSELF. THESE SHOULD BE CORRECTED IN THE REVISING DOCUMENT. IN PARTICULAR, IT HAS BECOME APPARENT THAT COST-EFFECTIVE PROGRAMME ACTIVITIES HAVE NOT BEEN FOUND, AND PERHAPS CANNOT BE FOUND, TO REFLECT SOME OF THE OBJECTIVES AND MANY OF THE THEMES. IN OTHER CASES (E.G., 6.5) THE ELABORATION OF THE OBJECTIVE IS SHOWN UP AS SUPERFICIAL BY THE ATTEMPT TO DEVISE A PROGRAMME TO MEET IT. FURTHER  
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EXAMPLES APPEAR IN THE RETURN.

IT IS OUR VIEW THAT THE 20 C/4 SHOULD TAKE ACCOUNT OF THESE POINTS BOTH IN ITS TEXT AND IN A REVISION OF THE SYNOPTIC TABLE OF RESOURCE INDICATIONS. THE TABLE SHOULD BE FURTHER REVISED TO PROVIDE FOR NEGATIVE GROWTH FOR THOSE OBJECTIVES WHICH THE EIGHTEENTH AND NINETEENTH SESSIONS OF THE GENERAL CONFERENCE AND THE PRESENT QUESTIONNAIRE HAVE IDENTIFIED AS RELATIVELY LESS IMPORTANT. THIS WOULD HAVE THE ADVANTAGE OF PERMITTING CONCENTRATION ON THOSE PROGRAMME AREAS WHICH ARE IMPORTANT ON THE ONE HAND, AND WHERE UNESCO CAN REALLY MAKE A SIGNIFICANT CONTRIBUTION ON THE OTHER. IT WOULD ALSO MAKE IT POSSIBLE TO REDUCE THE REAL GROWTH RATE, AND WITH IT THE ASSESSED CONTRIBUTIONS IMPOSED ON MEMBER STATES.

THIS LATTER POINT SHOULD BE STRESSED. IN A PERIOD OF SOME ECONOMIC UNCERTAINTY, WHEN MANY GOVERNMENTS FIND IT NECESSARY TO IMPOSE STRINGENT EXPENDITURE CONTROLS ON THEMSELVES, AND TO POSTPONE OR CANCEL INVESTMENT IN EDUCATION, SCIENTIFIC RESEARCH AND SOCIAL AND CULTURAL PROGRAMMES OF THE HIGHEST IMPORTANCE TO THEIR OWN POPULATIONS, IT IS UNREALISTIC AND UNACCEPTABLE FOR UNESCO TO ENVISAGE A BIENNIAL GROWTH RATE OF 6 IN REAL TERMS FOR UNESCO.

WE WOULD REPEAT OUR CONCERNS EXPRESSED ON OTHER OCCASIONS ABOUT THE BASIS OF CALCULATION OF THE GROWTH RATES. BY WORKING FROM THE PREVIOUS BUDGET, RATHER THAN FROM ACTUAL EXPERIENCE WITH EXPENDITURE, THE PUBLISHED GROWTH RATES TEND TO UNDERSTATE THE REAL RATE OF GROWTH SINCE PROGRAMME EXPANSION FINANCED THROUGH INCREASED EFFICIENCY AND OTHER SAVINGS - GROWTH IN SHORT - IS CONCEALED IN THE BASE RATHER THAN APPEARING IN THE NOMINAL RATE.

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TO RECAPITULATE, WHILE WE HAVE COOPERATED TO THE BEST OF OUR ABILITY IN THIS EXERCISE, WITHIN THE LIMITS OF COST-EFFECTIVENESS IN OUR OWN INVESTMENT IN IT, WE HAVE REAL DOUBTS ABOUT THE VALIDITY WHICH SHOULD BE ASCRIBED TO THE AGGREGATED RESULTS. WE MUST ACCORDINGLY RESERVE OUR POSITION ON THIS, ON THE METHODS OF CALCULATION OF RATES OF GROWTH, AND ON THE UNREALISTIC BUDGET INCREASES AT PRESENT FORESEEN IN THE DOCUMENTS

FOR THE BIENNIA 1979-80 AND 1981-82.

TECHNICAL NOTE RE QUESTIONNAIRE "A"  
(CL 2548 ANNEX II)

1. THERE ARE AMBIGUITIES IN QUESTIONNAIRE "A WHICH MAY GIVE RISE TO MISLEADING AND INCONSISTENT RETURNS AND WILL RAISE QUESTIONS ABOUT THE VALIDITY OF THE CONSOLIDATED QUANTITATIVE ANALYSIS.

2. THE EXPLANATORY NOTE ANNEXED TO CL 2548 SHEDS SOME LIGHT ON THE PROBLEMS, BUT LEAVES SEVERAL MATTERS OF INTERPRETATION UNRESOLVED. THE PRESENT NOTE IS ACCORDINGLY DESIGNED TO ENSURE CONSISTENCY AT LEAST WITHIN THE CANADIAN RETURN, AND PERHAPS TO SOUND A NOTE OF WARNING ABOUT THE INTERPRETATION OF WHATEVER STATISTICS MAY BE PRODUCED AS A RESULT OF THE EXERCISE.

TRANSLATION PROBLEMS

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3. QUESTION 2 REFERS TO "ADEQUATION A L'OBJECTIF"  
AND THIS IS TRANSLATED INTO ENGLISH AS "RELEVANCE."  
THE TWO NOTIONS OF ADEQUACY AND RELEVANCE ARE BY NO

MEANS IDENTICAL; THE FIRST HAS AN OPERATIONAL CONNOTATION, WHILE THE SECOND MAY IMPLY ONLY AN ABSTRACT CONCEPTUAL LINKAGE. THUS IN SHORT, A GIVEN PROGRAMME ACTION MAY BE RELEVANT WITHOUT BEING ADEQUATE, WHILE A GIVEN APPROPRIATION MAY BE ADEQUATE ALTHOUGH SPENT ON ACTIVITIES WHICH ARE NOT RELEVANT.

THE DIFFICULTY IS COMPOUNDED IN THE COLUMN HEADINGS, WHERE "RELEVANT" APPEARS AS "SATISFAISANTE." HERE AGAIN THE NOTION OF "RELEVANCE" SEEMS TO RELATE LARGELY TO THE INTENT OF THE ACTION, WHILE THE JUDGEMENT OF WHETHER OR NOT IT IS SATISFACTORY DIRECTS ATTENTION TO THE CONDUCT AND RESULTS OF THE GIVEN SET OF PROJECTS.

4. SINCE THE PURPOSE OF THE QUESTIONNAIRE IS PRESUMABLY TO ASSIST THE DIRECTOR GENERAL IN PREPARING A UNCLASSIFIED

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DRAFT 20 C/5 INCLUDING THOSE ACTIVITIES WHICH WILL "MAKE THE GREATEST CONTRIBUTION TO THE ACHIEVEMENT OF THE ESTABLISHED TARGETS" (19 C/100 PARA 28 (A)) THE QUESTIONS HAVE BEEN ANSWERED IN THE CANADIAN RETURN IN ACCORDANCE WITH THE FRENCH TEXT: I.E., IN TERMS OF PRACTICAL UTILITY AND COST BENEFIT JUDGEMENTS, RATHER THAN IN TERMS OF CONCEPTUAL RELATIONSHIPS.

AMBIGUITY IN THE REPLIES TO QUESTION 2

5. WITHOUT INTERPRETATION, THE REPLIES TO QUESTION 2 CAN HARDLY HELP BUT BE AMBIGUOUS, FOR IT IS UNCLEAR WHETHER ACTIVITIES ARE TO BE JUDGED WITH OR WITHOUT REFERENCE TO THE FINANCIAL ALLOCATIONS PROVIDED UNDER EACH THEME.

IN OTHER WORDS, INCONSEQUENTIAL BUT INEXPENSIVE ACTIVITIES MAY BE A "TRES SATISFAISANTE" SYMBOLIC RESPONSE TO A THEME DESERVING ONLY MINOR EMPHASIS. INCREASED EFFORT AND INVESTMENT IN THIS AREA WOULD IMPLY A REDUCED RATING OF "ASSEZ SATISFAISANTE" OR "PAS SATISFAISANTE." ALTERNATIVELY, AND WITH EQUAL LOGIC, IT COULD BE HELD THAT NO PROGRAMME CAN BE SATISFACTORY IF THE THEME TO WHICH IT IS ADDRESSED IS OF ONLY MINOR INTEREST, AND THE INDICATED REPLY WOULD ACCORDINGLY APPEAR IN COLUMN 9.

6. THUS A SCORE IN COLUMN 9 - "PAS SATISFAISANTE" MIGHT WITH EQUAL LOGIC IMPLY:

- (A) THAT MORE EFFORT AND INVESTMENT IS INDICATED
- (B) THAT THE PROGRAMME CANNOT BE MADE SATISFACTORY

AND THAT THE RESOURCES SHOULD ACCORDINGLY BE  
TRANSFERRED ELSEWHERE,  
OR

(C) THAT THE EFFORT AND INVESTMENT IS APPROPRIATE  
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TO THE THEME, BUT REQUIRES REDIRECTION IN  
TERMS OF SPECIFIC ACTIVITIES.

QUOI FAIRE?

7. DECISIONS ON THESE INTERPRATIONS CAN ONLY BE

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ARBITRARY, AND WILL NO DOUBT DIFFER AS BETWEEN  
RESPONDENTS TO THE QUESTIONNAIRE. AGGREGATE RETURNS ARE  
ACCORDINGLY SUSPECT.

8. WE HAVE ATTEMPTED TO MAINTAIN CONSISTENCY WITHIN  
THE QUESTIONNAIRE, USING THE FOLLOWING INTERPRETATIONS:

A) COLUMN 7 - "TRES SATISFAISANTE" MEANS THAT THE PROGRAMME IS ACCEPTABLE AND COMMENDED AS IT STANDS AND DOES NOT REQUIRE SUBSTANTIAL CHANGES IN DIRECTION, OPERATION, OR FUNDING. THIS DOES NOT IMPLY A RECOMMENDATION FOR INCREASED EFFORT OR FUNDING.

B) COLUMN 8 - "ASSEZ SATISFAISANTE" MEANS THAT THE PROGRAMME IS BROADLY ACCEPTABLE BUT COULD BENEFIT FROM CHANGES IN SOME OF ITS COMPONENTS, OFTEN IDENTIFIED IN THE "COMMENTS" COLUMN.

C) COLUMN 9 - "PAS SATISFAISANTE" MEANS THAT THE PROGRAMME IS NOT ACCEPTABLE FOR ONE OF THE REASONS SET UNCLASSIFIED

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FORTH ABOVE IN PARAGRAPH 6. THE RESPONSE IS NORMALLY CLARIFIED IN THE "COMMENTS" COLUMN AND MAY IMPLY SUBSTANTIAL INCREASES OR DECREASES IN FUNDING, OR CHANGES IN SUBSTANCE. END QUOTE.  
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## Message Attributes

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